UNITED STATES ARMY CHAPLAIN CENTER AND SCHOOL

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THE MOST FEASIBLE MANNER OF EMPLOYING THE SERVICES OF CIVILIAN CLERGY ON A CONTINUOUS BASIS IN THOSE SITUATIONS WHERE ADEQUATE COVERAGE BY COMMISSIONED ARMY CHAPLAINS ON ACTIVE DUTY IS NOT AVAILABLE

JAMES W. WHITE, JR.
Chaplain (CPT), USA
Class C-22

PREFACE

The purpose of this paper is to fulfil a training requirement of the United States Army Chaplain Center And School for the students of the C-22 Course. The individual chaplain must collect and evaluate research material and write a research paper.

The objective of this paper it to determine the most feasible manner of employing the services of civilian clergy on a continuous basis in those situations where adequate coverage by commissioned Army chaplains on active duty is not available. This paper must not exceed two thousand words. In the limitation on the length of this paper, I have narrowed the scope. There are basically three facets to civilian clergy hire. The first facet would be recruitment of qualified clergymen. The second would involve their process of indorsement and approval by their religious body and the Office of the Chief of Chaplains. The third facet is that of obtaining the proper funding for the civilian clergyman. Since from all appearance, the most complex of the three is the last one, I will limit this paper to the study of the proper funding for the civilian clergyman as an auxiliary chaplain. It is my belief that if the funding facet can be accomplished the other parts will fall into line.

The point of contact for the paper has been Chaplain (MAJ) Armand N. Jalbert. His help has been most appreciated.

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INTRODUCTION

The hiring of civilian clergymen to supplement the services of the military chaplain is on the increase. While in the past the civilian clergyman may have been employed to fill in a gap caused by assignment distribution, he is now regarded more than ever before an essential part of the chaplain coverage system. His supplemental use is written into the long range plans of the chapel programs.[1]

From personal experience, I will attribute this ever increasing dependence to three causes. The first cause is the decreasing size of the active duty Chaplain's Corps following the Vietnam War. The second cause is the increased utilization of chaplains in specialized ministries and nonpastoral roles. The third cause is an increased demand for denominational ministrations by both older and newer religious groups. More causes could be presented, but these three should be sufficient to point out the need for more clergy assistance to the military chaplain.

The installation chaplain must present comprehensive plans to convince the commander that as needed, civilian clergy be hired to provide full and effective coverage for the post or installation.

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[1]USAREUR, Chaplain Five Year Program 1973-1977, P.3.

Civilian clergy can be hired as auxiliary chaplains both within and outside the continental United States under the authority of Section 213.3102, Schedule A, Civil Service Regulations.[2] There are three basic programs for hiring of auxiliary chaplains. The first program is to hire him on a full time or forty hour week basis. The second program is to hire him on the basis of payment When Actually Employed (WAE), according to the current fee scales in AR 165-20. The third program is to hire him on a contract. The contract program is really intended to be used for special events such as a retreat or special service rather than regular Sunday coverage. The hiring on a full time basis is usually considered excessive. Therefore, the attention of our effort will center on the second mentioned program commonly called WAE.[3]

The fact that auxiliary chaplains may be hired in no way insures that they will be hired. Thus, it is the subject of this paper to determine the most feasible manner of employing the services of civilian clergy on a continuous basis where adequate coverage by active duty chaplains is not available. This determination of the most feasible manner will not take the form of a single recommended action, but rather it will take the form of sequence steps to accomplish the mission. Think of

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[2]U.S., Department of the Army Regulation, AR 165-20, Duties of Chaplains and Commanders' Responsibilities, p. 5.

[3]USACHS, Video Tape, Payment of Civilian Clergy.

this method in terms of yourself going into an orchard to pick a basket full of oranges. The object is not to simply pick a tree of oranges, but rather to fill the basket with oranges. you will want to pick the best oranges for your basket. First you go to the tree with the best oranges, then on to the tree with the next best oranges. You continue to pick the best oranges until the basket is filled. Thus, from this example, the installation chaplain in seeking to hire an auxiliary chaplain should continue down the sequence steps until his mission is accomplished in the same manner as a farmer filling his basket with oranges.

CHAPTER I

IS THIS MAN NECESSARY?

There is a rather earthy expression floating around in military circles which expresses the value of prior planning being most valuable in preventing poor performance. The stress on prior planning can not be over emphasized in the successful hiring of auxiliary chaplains at the most advantageous level possible. Competition for the decreasing Defense Department dollar is becoming ever more intense. It will not be enough to simply feel that additional clergy assistance would be helpful or needed. We must factually determine that we have done every thing within available resources of active duty military chaplains to provide coverage before requesting hire of an auxiliary chaplain.[4]

A properly prepared staff study on the subject of the determination of clergy needs on the installation will be the essential first sequence step. The study must survey the available military chaplains on the installation and those stationed near by which could possibly provide the coverage. The study must satisfy the commander that the situation can not

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[4]U.S., Department of the Army Field Manual, FM 16-5, The Chaplain, (1967), p. 15.

be resolved within the available resources of his military chaplains under the concept of area coverage.[5] The study will also bring advice from other sections to the problem.

The suggested staff study will serve as the basis of our requesting additional clergy coverage as essential. It will bring the matter to the focus of the commander's attention that his chapel program is in jeopardy unless auxiliary chaplains are hired. He will be able to recognize this need from facts rather than on his personal attitude to the chapel program or on the personality of the installation chaplain. The commander's approval of the staff study thus becomes your open invitation to bring the matter to the attention of the Civilian Personnel Officer and will insure his assistance in hiring.

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[5]U.S., Department of the Army Regulation, AR 165-20, Duties of Chaplains and Commanders' Responsibilities, (1972), p. 5.

CHAPTER II

HIRING WITH APPROPRIATED FUNDS

The second sequence step is to explore the various ways in which the auxiliary chaplain can be hired using the appropriated funds of the Department of the Army. Following recruitment and proper certification of the individual auxiliary chaplain, the most important consideration in his hiring is that of proper funding the cost. The regulations which authorize and specify the methods of hiring are clear. The intended method of funding for auxiliary chaplains is to be from the regular or appropriated funds of the Department of the Army.[6] Under normal circumstances and with the proper foresight, a procedure paper of this kind could end here. However, such hiring and funding is subject to the installation civilian manpower ceiling level. An installation can hire only a specified number of civilian employees according to the allocation of spaces of determined need and the civilian manpower spaces authorized by major command. It is further complicated in the fact that civilian employees in the nonrated and when actually employed (WAE) status count against the total of authorized civilian

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[6]U.S., Department of the Army Regulation, AR 165-20, p. 6.

employees just as do the rated Civil Service employees.[7]

One of the given conditions of this paper is that the manpower ceiling has been reached. There are several things which can still be done toward the funding of an auxiliary chaplain from appropriated funds.

The first approach is to initiate a request for an increase in the civilian manpower level. This request is to be processed through your appropriate command channels to the responsible major command.[8] This request will cite the findings of your staff study to prove the need.

A second approach which should be taken is to explore with the civilian personnel officer the possibility of hiring the auxiliary chaplain under the provisions of the "Hiring Lag" policy. This procedure allows the installation civilian personnel officer to hire above the manpower ceiling, usually one or two percent, based on the lag in hiring.[9] Simply stated, there is usually a lag or gap in the number of persons or the number of spaces authorized and the actual number of persons on the job. The personnel situation is never totally stable due to retirements, resignations, and special skill vacancies on a particular installation. While this lag is normally used by those sections hiring temporary manual or unskilled workers,

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[7] Ibid.

[8] Ibid.

[9] U.S., Department of the Army Pamphlet, DA Pam 570-4, Manpower Procedures Handbook, (1970), p. 3-5.

I am not able to find any restriction on using the provision by the chaplain section of the installation. Under these terms the auxiliary chaplain could also be hired to fill an "Expert Position". The Federal Personnel Manual explains that in order to hire someone as an expert, it must be established that the person must possess qualifications which make the performance of his duties such that they can not be satisfactorily accomplished by some one else who is not an expert in that field.[10] This appears to be a correct application of the regulation because the auxiliary clergyman is being hired for that very reason. He has ordination and denominational authority that is essential to the proper conduct of the religious service which he is being hired to conduct. He is being hired because the available chaplains are not able to fulfil his functions. The local civilian personnel officer should be of considerable assistance in interpreting the provisions of this section of the Federal Personnel Manual.

[10] U.S., Federal Personnel Manual, Employment of Experts and Consultants, (1971), p. 1-2.

CHAPTER III

HIRING WITH NONAPPROPRIATED FUNDS

As determined in the previous chapter, the intended method of hiring auxiliary chaplains is from appropriated funds. However, essential military activities for the welfare and morale of military personnel can still be funded even if appropriated funds are insufficient or if there is no feasible manner of revising the ceiling in civilian manpower levels.

If it is determined by the civilian personnel officer that there is no basis for hiring the needed auxiliary chaplain from appropriated funds, we then move to our third sequence step. The third sequence step isto explore the methods of funding for civilian clergy from nonappropriated funds. It should be recognized from the outset that the use of non-appropriated funds is intended by Army regulations only to supplement essential morale and welfare services.[11] Their use is only authorized to finance needs which can not be met by appropriated funds. Thus, this sequence step is not simply one of choice in considering it last.

For our consideration of the use of nonappropriated funds, we will discuss the subject under two categories.

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[11]U.S., Department of the Army Regulation, AR 210-55, Financial Support for Morale, Welfare, and Recreational Facilities, (1973), p. 1.

The first of the two categories of nonappropriated funds is that group of nonappropriated funds which are not directly related to chaplain activities. It is recommended that we explore utilization of these funds prior to those in the second category of nonappropriated funds, nonappropriated chaplains' funds.

The non-chaplain related funds are that group of command controlled welfare funds which do not have chaplain related activities as a primary function of support. The common names of these command funds are the Major Command Welfare Fund and the Central Post Fund.[12] A request for support should be made to the Central Post Fund of the installation. If the Central Post Fund is not able to meet the request then it can make a special grant request to the Major Command Welfare Fund.[13]

The focus of our attention in the first category of nonappropriated funds will be upon the Central Post Fund. The installation chaplain submits his request to the Central Post Fund Council for an annual grant to cover the cost of hiring the auxiliary chaplain under the current fee basis cost of AR 165-20. If the request is approved by the council and commander, the auxiliary chaplain is paid directly by the Central Post Fund.

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[12]U.S., Department of the Army Regulation, AR 230-12, Nonappropriated Military Welfare Fund Program, (1966), p.2.

[13]Ibid.,p.10.

The installation chaplain is normally a member of the Central Post Fund Council thereby giving him a voice and a vote on the request.

After all the above mentioned appropriated and non-appropriated funds have been explored and have been declared unable to solve the need of hiring the auxiliary chaplain, we turn to the Installation Chaplains' Fund. If the fund is solvent enough to support the expenditure, the hiring is done upon approval of the fund council and commander. The auxiliary chaplain is paid by the fund custodian.[14] If the chaplains' fund is not solvent enough to support the extra strain, there are still a couple of things which can be done. The chaplain can begin writing a very powerful sermon on stewardship and/or begin it all over again at sequence step number one.

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[14]U.S., Department of the Army Regulation, AR 230-36, Nonappropriated Chaplains' Fund, (1970), p. 4-1.

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